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SAN DIEGO BLUE RIBBON PANEL ON REGIONAL PLANNING  
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FINAL REPORT  
  
OF RECOMMENDATIONS  
  
FOR SAN DIEGO'S REGIONAL PLANNING STRUCTURE

*Victor Jones*

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JUNE, 1979



# city of del mar

June 22, 1979

The Honorable  
Assemblyman Lawrence Kapiloff  
967 Hornblend  
San Diego, California 92109

Dear Assemblyman Kapiloff:

On June 2, 1979, your San Diego Blue Ribbon Panel on Regional Planning met for the final time as a committee of the whole, and we adopted a final set of recommendations. This concluded over six months of intensive work by your committee. Our recommendations are attached.

This committee represented a broad cross section of the community and, as you might expect, a wide variety of views were expressed. Intensive discussion and long committee meetings succeeded in resolving most of these conflicts and distilled a set of recommendations that were widely supported.

The only major area of conflict that split the committees involved the "voluntary vs. mandatory" aspect of COG implementation authority. While our final report recommends a voluntary COG, the vote was split evenly.

Citizen members, labor and the construction industry supported a COG that had mandatory enforcement provisions for its adopted regional plan. If a COG approves a regional plan, their logic goes, they should have some power to insure implementation.

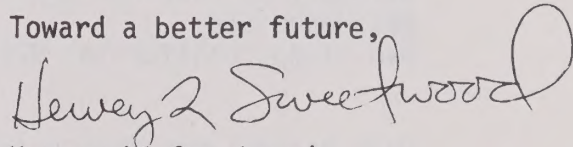
Government officials argued that the only practical alternative is a voluntary COG. Local general purpose government is the best position to implement regional decisions, they argued.

Assemblyman Kapiloff  
June 22, 1979  
Page Two

Given this split, the committee endorsed the status quo option, that is, continuation of a voluntary COG. Several refinements to the existing COG were suggested however. The major change involves inclusion of LAFCO in the COG. This represents a major consolidation of regional planning, and it should save taxpayer dollars.

This final report is the product of six months of hard work by dedicated committee members. I hope our report is of assistance to you.

Toward a better future,

A handwritten signature in cursive script that reads "Hervey L. Sweetwood". The signature is written in dark ink and is positioned above the printed name.

Hervey L. Sweetwood  
Councilman

HLS:ms  
Attachment

# SAN DIEGO BLUE RIBBON PANEL ON REGIONAL PLANNING

## MEMBERS

### CHAIRPERSON:

Honorable Hervey Sweetwood  
Mayor, City of Del Mar

### MEMBERS:

Honorable George Bailey  
Vice-Mayor, City of La Mesa  
Vice-Chairman, Comprehensive Planning  
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Dr. Anthony Corso  
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Robert Cozens  
Construction Industry Federation

Honorable William Craven  
Member, California State Senate

Patrick Crowley  
American Planning Association  
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Honorable Wadie Deddeh  
Member, California State Assembly

James Estrada  
Public Member

Nancy Flick  
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Honorable Robert Frazee  
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Dr. John Hobbs  
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Shari Lawson  
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John McEvoy  
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Honorable Lucille Moore  
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## MEMBERS (CONTINUED)

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San Diego County League of Women Voters

Thomas Paden

California Manufactured Housing Association

Robert Pankey

San Diego County Farm Bureau

County Land Use Coordinating Council

Bud Porter

San Diego Board of Realtors

R.R. Richardson

San Diego-Imperial Counties Labor Council

Dr. I. Lynn Rinehart

Coalition of Coalitions

Skip Schmidt

President, Madison and Marcus

Helen Smith

for Assemblyman Jim Ellis

William Watson

San Diego Chamber of Commerce

Gary Weber

San Diego Community Planners Committee

Honorable Bob Wilson

Member, California State Senate

Honorable Pete Wilson

Mayor, City of San Diego

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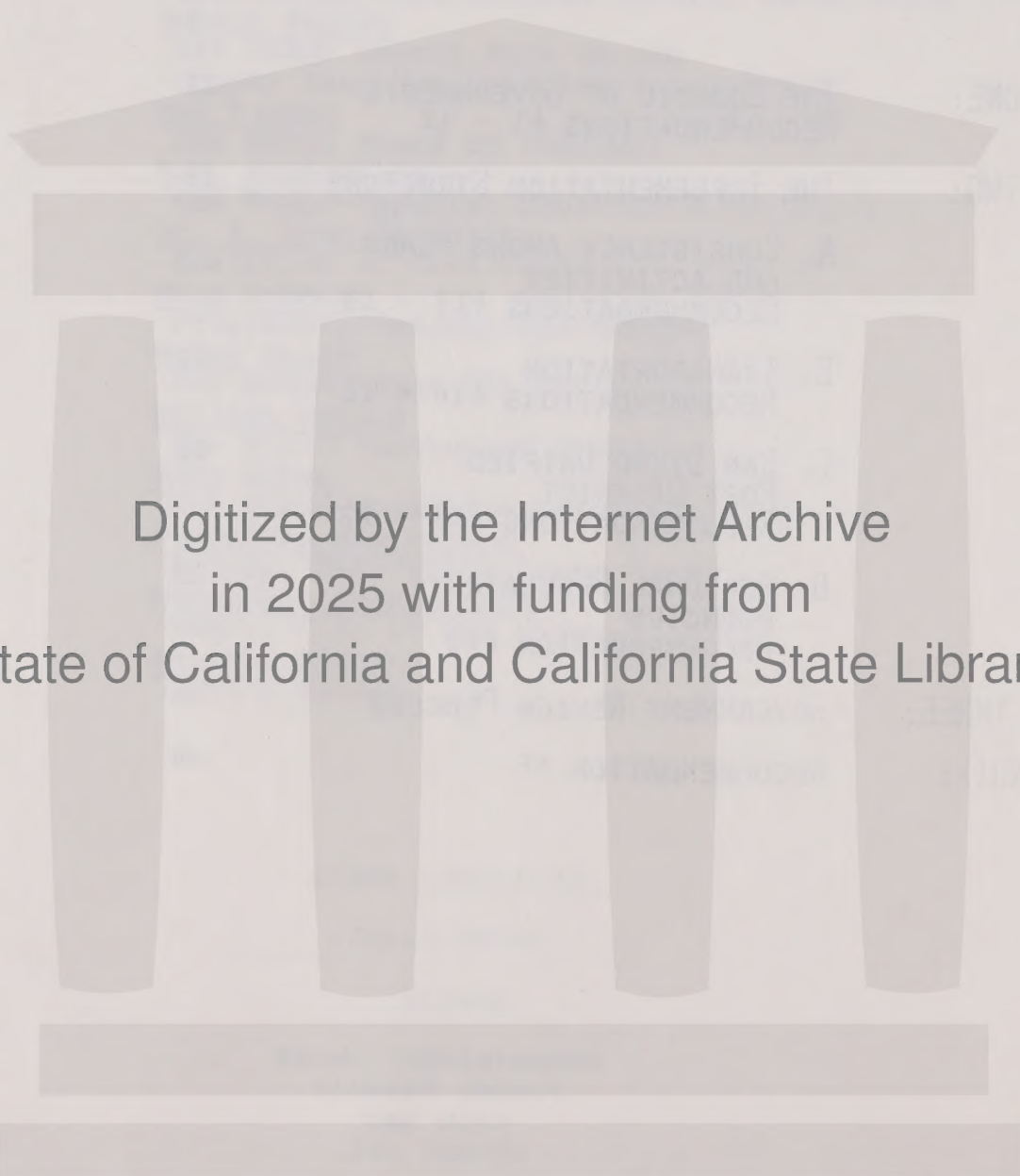
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## INTRODUCTION

Significant attention in recent years has focused on areawide planning, transportation and resources management in San Diego County. In 1978, two major bills were introduced in the California State Legislature which would have reorganized San Diego's areawide planning structure.

Senate Bill 1746 by Senator Jim Mills would have transferred the duties of the Comprehensive Planning Organization to the County of San Diego. This bill would also have established a municipal advisory council comprised of one representative from each city within the region.

The second measure, Assembly Bill 3698, was introduced by Assemblyman Lawrence Kapiloff. This legislation would have consolidated several agencies into a single organization which would be responsible for all areawide planning, policymaking and implementation. This measure would also have streamlined the permit process and developed a more effective citizen participation process.

Both measures were designed to reduce fragmentation and duplication in the areawide planning structure and provide a better handle on growth. Following passage from their respective houses of origin, these measures were sent to interim hearings by their authors to solicit additional local input.

During the Fall of 1978, Assemblyman Kapiloff's Assembly Subcommittee on Land Use conducted extensive hearings in San

Diego on the subject of areawide planning. Following these hearings, Assemblyman Kapiloff established the twenty-eight member San Diego Blue Ribbon Panel on Regional Planning. The purpose of this panel was to review the roles and operations of sub-area and areawide agencies in San Diego County and to develop a series of recommendations for reform. In selecting the panel membership, Assemblyman Kapiloff made great efforts to ensure that the panel's membership contained a balance of viewpoints and represented a diverse cross-section of philosophies and interests within the county.

After several months of deliberation, the Blue Ribbon Panel has developed a series of recommendations for making areawide programs more efficient and effective in delivering services to the public, coordinating inter-agency activities, providing an effective structure to resolve areawide problems, and improving the institutional arrangement for the management of growth and the protection of valuable natural resources.

This report is divided into four sections. The first section includes a brief statement of goals which reflect the overall direction the panel has chosen in developing their recommendations.

The second and third sections include the panel's recommendation for a separation of the areawide planning and policymaking duties from the responsibility for carrying out these policies. The second section develops a framework for a revised council of governments model which would include the assumption of the duties of the Local Agency Formation Commission.

Reforms in the implementation structure are the topic of the third section. These recommendations would fine-tune the delivery system for essential services such as transportation and ensure that the plans and activities of various governmental agencies are in harmony with those of other agencies.

The final section recommends the establishment of a continuing process to review the performance of various agencies in addressing areawide problems.

In developing these recommendations the panel members elected to take a pragmatic approach to develop reforms that provide meaningful benefits while still taking the political realities into serious consideration. While unanimous agreement was not reached on every issue, these recommendations do reflect a general consensus of the panel member's views.

## GOALS

San Diego is one of the fastest growing and most dynamic communities in the nation. As our community continues to grow, our public and private institutions must evolve to ensure the efficient and effective delivery of services, the provision of equitable opportunities for housing and employment, and the protection of important natural resources.

During the last few years, public sentiment has focused on the need to reduce unnecessary government expenditures and duplication of activities while, at the same time, providing a better handle on growth. Passage of Proposition 13 in June of 1978 has increased the need to streamline government and has provided new opportunities to reorganize agencies in a more efficient manner.

These changes have increased the importance of developing an areawide institutional arrangement which encourages cooperation between government entities and insures harmony and consistency in the implementation of public programs.

In developing this series of recommendations, the San Diego Blue Ribbon Panel on Regional Planning has established the following goals for refining our areawide government structure.

- strengthening inter-agency coordination between local, sub-area, areawide, state and federal government entities and insuring consistency between public programs;
- increasing efficiency in the delivery of services and reducing fragmentation and duplication in the development of areawide policies and plans;

- improving the effectiveness of public programs which serve to meet the needs of the residents for necessary services including transportation, insuring the provision of necessary opportunities including housing and employment for all economic groups, and protecting the valuable natural resources of the region;
- guaranteeing an equitable system for allocating resources to local agencies including state and federal funds, and ensuring that each community accepts their fair share of responsibility for providing essential public and private facilities and services and for participating in the implementation of areawide programs;
- maintaining maximum local control in the decision-making process.

## PART ONE : THE COUNCIL OF GOVERNMENTS

RECOMMENDATION # 1 : THE GOVERNING BODY OF THE COUNCIL OF GOVERNMENTS SHOULD BE COMPRISED OF THE FOLLOWING REPRESENTATIVES:

- A. ONE MEMBER OF THE SAN DIEGO COUNTY BOARD OF SUPERVISORS;
- B. ONE MEMBER OF EACH CITY COUNCIL WITHIN THE REGION;
- C. ONE MEMBER OF THE SAN DIEGO UNIFIED PORT DISTRICT BOARD OF COMMISSIONERS SERVING IN AN EX-OFFICIO (NON-VOTING) CAPACITY;
- D. ONE MEMBER REPRESENTING THE SCHOOL DISTRICTS WITHIN THE REGION AND SERVING IN AN EX-OFFICIO (NON-VOTING) CAPACITY;
- E. TWO MEMBERS REPRESENTING SPECIAL DISTRICTS WITHIN THE REGION (NOT SPECIFICALLY NAMED ABOVE) AND SERVING IN AN EX-OFFICIO (NON-VOTING) CAPACITY;
- F. ONE MEMBER REPRESENTING THE STATE OF CALIFORNIA AND SERVING IN AN EX-OFFICIO (NON-VOTING) CAPACITY; AND
- G. THE MAYOR OF TIJUANA, B. CFA SERVING AS AN HONORARY (NON-VOTING) MEMBER.

THIS RECOMMENDATION WOULD BE MOST APPROPRIATELY IMPLEMENTED BY VOLUNTARY ACTION BY THE COMPREHENSIVE PLANNING ORGANIZATION AND ITS MEMBER AGENCIES.

### RATIONALE:

1. The principal responsibility of the council of governments is to ensure better coordination between local general purpose governments. This responsibility is carried out more effectively when each local general purpose government is represented on the governing body of the council of governments.
2. There is a need to improve communication and coor-

dination between local general purpose governments, the San Diego Unified Port District, school districts and special districts. Expanding the membership of the council of governments would facilitate the improvement of communications among these agencies.

3. The San Diego Unified Port District plays an important role in the growth and management of the region. Effective regional planning must take into consideration the needs and responsibilities of the Port District and the impact the Port District has throughout the region.
4. Special districts and school districts also play an essential role in the growth and management of the region. Rational planning, therefore, should consider the educational and service needs of the region's residents.

RECOMMENDATION # 2 : THE COMPREHENSIVE PLANNING ORGANIZATION SHOULD CHANGE ITS NAME TO THE COUNCIL OF GOVERNMENTS.

RATIONALE:

1. The Comprehensive Planning Organization has several important responsibilities that involve more than comprehensive planning. The recommended name change will reflect the agency's actual role and more clearly indicate that CPO is an appropriate forum for discussing regional and inter-jurisdictional issues.

RECOMMENDATION # 3 : IF A NEW COUNCIL OF GOVERNMENTS IS ESTABLISHED, THE AGENCY SHOULD USE A WEIGHTED VOTING PROCESS IDENTICAL TO THE ONE PRESENTLY USED BY THE COMPREHENSIVE PLANNING ORGANIZATION.

RATIONALE:

1. CPO's weighted voting system provides an equitable means of representation for each local general purpose government.
2. This process has proven to be very workable and has been supported by each of the member agencies.

RECOMMENDATION # 4 : IF A NEW COUNCIL OF GOVERNMENTS IS ESTABLISHED, THE NEW AGENCY SHOULD BE A SUCCESSOR AGENCY TO THE COMPREHENSIVE PLANNING ORGANIZATION, THE NEW AGENCY SHOULD ALSO ASSUME ALL OF THE COMPREHENSIVE PLANNING ORGANIZATION'S RESPONSIBILITIES AND AUTHORITIES.

RATIONALE:

1. A new council of governments should build upon the work CPO has already completed and use the existing staff structure. This will save considerable time and expense that would otherwise be necessary if a completely new organization were established.
2. CPO's current responsibilities are necessary functions that should be carried out by the council of governments.

RECOMMENDATION # 5 : THE COUNCIL OF GOVERNMENTS SHOULD ASSUME ALL OF THE RESPONSIBILITIES OF THE LOCAL AGENCY FORMATION COMMISSION (LAFCO), A COMMITTEE SHOULD BE ESTABLISHED WITHIN THE COUNCIL OF GOVERNMENTS STRUCTURE TO CARRY OUT THIS RESPONSIBILITY, THE MEMBERSHIP OF THIS COMMITTEE SHOULD REFLECT THE CURRENT BALANCE OF THE MEMBERSHIP OF THE LAFCO. THIS COMMITTEE SHOULD MAKE THE REGULATORY DECISIONS SUBJECT TO APPEAL TO THE COUNCIL OF GOVERNMENTS, THRESHOLDS SHOULD BE ESTABLISHED TO GOVERN THE TYPE OF DECISIONS THAT COULD BE APPEALED, THE REPRESENTATIVES OF THE SPECIAL DISTRICTS SHOULD HAVE FULL VOTING PRIVILEGES ON THIS COMMITTEE.

RATIONALE:

1. This consolidation will provide economies that result from increased staff coordination, reduction

- of overlapping functions and reduced overhead.
2. Consolidation of the COG and LAFCo functions will improve growth management programs by ensuring consistency and coordination of various activities including the regional growth forecasts and spheres of influence studies.

RECOMMENDATION # 6 : UNLESS OTHERWISE SPECIFICALLY STATED IN SUBSEQUENT RECOMMENDATIONS, THE PLANS OF LOCAL AND SUB-REGIONAL AGENCIES SHOULD BE CONSISTENT WITH THE FOLLOWING ELEMENTS OF THE REGIONAL PLAN:

- A. WATER QUALITY
- B. AIR QUALITY
- C. TRANSPORTATION
- D. OPEN SPACE
- E. HOUSING
- F. ENERGY
- G. REGIONAL DEVELOPMENT POLICIES\*
- H. ECONOMIC ACTIVITIES

\*THE REGIONAL DEVELOPMENT POLICIES ELEMENT SHOULD INCLUDE A DISCUSSION OF POTENTIAL IMPACT THRESHOLDS OF VARIOUS POPULATION SIZES ON NATURAL ENVIRONMENTAL SYSTEMS AND ON PUBLIC FACILITIES AND SERVICES.

(SEE APPENDIX # 1 FOR FURTHER DISCUSSION OF THIS RECOMMENDATION.)

RATIONALE:

1. These issues transcend the boundaries of local general purpose governments. Therefore, it is necessary for the council of governments to work with these agencies in the development and implementation of areawide strategies in these functional areas.

2. The decisions of local governments and sub-regional agencies will have important impacts on open space and air and water quality systems. To ensure the proper management of these valuable resources, each relevant local and sub-regional agency should assist in the implementation of the areawide strategies.
3. An effective regional circulation system will only be achieved if each agency carries out its fair share of responsibility for the provision of regional transportation facilities.
4. Consistency is necessary to ensure the provision of an adequate supply of housing including low and moderate income units. Each city and the county should adopt housing goals and develop programs tailored to meet the needs of their community. Local general purpose governments should be expected to make a good faith effort to provide their fair share of needed housing.
5. Energy is an essential resource for present and future residents of the region and should be included in the comprehensive planning process. Furthermore, the use, conservation and development of energy resources will have significant impact on other important resources within the region.
6. The formulation of development policies for the region is a fundamental responsibility of the council of governments.
7. There is a need to ensure better coordination and consistency between the economic development programs of various agencies including the Economic Development Corporation, the Southwest Border Regional Commission and local general purpose governments.

RECOMMENDATION # 7 : THE COUNCIL OF GOVERNMENTS SHOULD HAVE THE RESPONSIBILITY TO REVIEW AND APPROVE THE COUNTY SOLID WASTE MANAGEMENT PLAN. THIS APPROVAL PROCESS SHOULD REPLACE THE PROCEDURES ESTABLISHED PURSUANT TO SECTION 66780 OF THE CALIFORNIA GOVERNMENT CODE FOR SAN DIEGO COUNTY.

RATIONALE:

1. Solid waste is a county-wide issue that should be considered in the comprehensive planning process. COG review of these plans will ensure that solid waste elements are consistent with other regional comprehensive plan elements.

2. The council of governments would provide a more standardized, efficient and equitable mechanism for the review and approval of the county solid waste management plan and plan amendments.

RECOMMENDATION # 8 : CONFLICTS BETWEEN GOVERNMENTAL AGENCIES SHOULD BE RESOLVED AMONG THE AFFECTED AGENCIES. IN MATTERS AFFECTING MORE THAN ONE LOCAL GOVERNMENT, THE COUNCIL OF GOVERNMENTS SHOULD HAVE THE AUTHORITY TO HEAR AND MAKE RECOMMENDATIONS ON APPEALS IF THE CONFLICTS ARE NOT RESOLVED TO THE SATISFACTION OF EACH AFFECTED AGENCY. THE REGIONAL PLAN SHOULD SERVE AS THE GUIDELINE FOR THE RESOLUTION OF CONFLICTS.

RATIONALE:

1. Agencies should work together to solve problems and meet the needs of their constituents. Conflicts create inefficiencies and should be resolved to ensure that agencies do not work at cross-purposes.
2. Conflicts between local governments can arise when one agency's actions adversely affect other agencies. Although it is desirable for the affected agencies to work out their differences, an appeals process is necessary when equitable agreements are not reached. This review process will help ensure that one agency does not unilaterally place burdens on other agencies.

RECOMMENDATION # 9 : THE COUNCIL OF GOVERNMENTS SHOULD ESTABLISH A REPOSITORY FOR APPROPRIATE DATA WHICH IS NECESSARY FOR PLANNING ACTIVITIES OF BOTH THE PUBLIC AND PRIVATE SECTORS. THIS INFORMATION SHOULD BE COLLATED AND CATEGORIZED IN A MANNER WHICH ALLOWS FOR EFFICIENT RETRIEVAL AND DISSEMINATION. THIS DATA COLLECTING FUNCTION, INCLUDING THE PREP-

ARATION OF A MASTER ENVIRONMENTAL ASSESSMENT, SHOULD SERVE TO SIMPLIFY AND MAKE MORE EFFECTIVE THE CURRENT PROCESSES REQUIRED BY STATE AND FEDERAL LAW FOR PRIVATE AND PUBLIC PROJECTS.

RATIONALE:

1. CPO is developing computerized data systems on a variety of planning information. The expansion and formalization of this service will have significant benefits for government and the private sector if made available to the latter.
2. Costly storing of planning data by local and sub-regional agencies could be reduced if the data was kept by one central agency. This would also make the planning data more readily available.

RECOMMENDATION # 10 : THE COUNCIL OF GOVERNMENTS SHOULD NOT BE ABLE TO REQUIRE ADDITIONAL PERMITS.

RATIONALE:

1. The principal implementation strategy should be based on consistency of plans and activities to the regional plan. This strategy avoids the need to adopt additional permit requirements.
2. Existing permit requirements provide sufficient levels of review of proposed projects. Therefore, an additional permit requirement would not be desirable.

RECOMMENDATION # 11 : THE COUNCIL OF GOVERNMENTS SHOULD HAVE AN ON-GOING CITIZEN PARTICIPATION PROCESS. FUNDING SHOULD BE ALLOCATED TO ENSURE THAT ADEQUATE PARTICIPATION IS FACILITATED.

RATIONALE:

1. Government needs effective citizen participation to ensure that responsive and acceptable decisions are made. Funding is essential for the development of an effective citizen participation process.

2. Citizens should be involved in the initiation and development of projects as well as in the review of proposed activities. This will allow agencies to utilize the resources, expertise and creativity of their constituents.
3. Governmental officials must encourage participation and assure citizens that their input is wanted and is considered.

RECOMMENDATION # 12 : THE COUNCIL OF GOVERNMENTS SHOULD  
WIDELY DISTRIBUTE UNDERSTANDABLE INFORMATION PERTAINING TO ITS AFFAIRS THROUGH UTILIZATION OF A VARIETY OF COMMUNICATION TECHNIQUES.  
RATIONALE:

1. Responsible governmental officials should maximize communication with and the participation of citizens in their activities. Citizens need information that is understandable to be effective. This requires translation and careful preparation of information by staff into laymen's terms.
2. The use of a variety of communication techniques will improve the ability of agencies to communicate with diverse constituencies. Techniques may include mailing notices, distributing flyers with school children, sending messages with utility bills, using announcements on radio and television, preparing articles for newspapers, and holding press conferences and town meetings. Surveys and public hearings are good tools for soliciting feedback from the public.

## PART TWO : THE IMPLEMENTATION STRUCTURE

### A. CONSISTENCY AMONG PLANS AND ACTIVITIES

RECOMMENDATION # 13 : THE PLANS AND ACTIVITIES OF THE SAN DIEGO UNIFIED PORT DISTRICT SHOULD BE REQUIRED TO BE CONSISTENT WITH THE GENERAL PLANS OF THE RELEVANT LOCAL GENERAL PURPOSE GOVERNMENTS.

#### RATIONALE:

1. The San Diego Unified Port District plays a significant role in the region. Because Port District activities (eg. capital improvement projects and the future of the airport) have serious impact on its member cities, the plans and activities of the Port District should be consistent with the relevant local general plans.

RECOMMENDATION # 14 : THE PLANS AND ACTIVITIES OF SCHOOL DISTRICTS AND SPECIAL DISTRICTS SHOULD BE REQUIRED TO BE CONSISTENT WITH THE GENERAL PLANS OF THE RELEVANT LOCAL GENERAL PURPOSE GOVERNMENTS.

#### RATIONALE:

1. The proper growth and management of the region is dependent upon the provision of essential services and facilities. To provide sufficient coordination among service providers and to reduce unnecessary expenditures for duplicative capital facilities, the plans of special districts and school districts should be consistent with the general plans of the relevant local general purpose governments. If the general plans are consistent with the regional comprehensive plan, then the plans of special districts and school districts will also be consistent with the regional plan.
2. Local general purpose governments have the principal responsibility to approve and manage growth within their area of jurisdiction. Because school districts and special districts play an important role in pro-

viding services and have sizeable effects on the direction of growth, their activities should be closely tied to needs as defined in local general plans.

3. Activities that are inconsistent with the growth management activities of local general purpose governments should not be permitted.

RECOMMENDATION # 15 : SUB-REGIONAL TRANSIT AGENCIES SHOULD BE REQUIRED TO ENSURE THAT THEIR OPERATIONAL PLANS AND ALL OF THEIR ACTIVITIES ARE CONSISTENT WITH THE REGIONAL PLAN ADOPTED BY THE COUNCIL OF GOVERNMENTS.

RATIONALE:

1. Long-range planning will be ineffective if the transit agencies make decisions that are not consistent with the regional transportation plan and the transportation improvement program. Inconsistent decisions can reduce the efficiency of the transportation system.

## B. TRANSPORTATION

RECOMMENDATION # 16 : A TWO-TIERED TRANSIT STRUCTURE SHOULD BE INSTITUTED IN SAN DIEGO COUNTY CONSISTING OF:

- A. A SINGLE AGENCY THAT IS RESPONSIBLE FOR LONG-RANGE COMPREHENSIVE PLANNING; AND
- B. SUB-REGIONAL TRANSIT AGENCIES THAT ARE RESPONSIBLE FOR NEAR-TERM OPERATIONAL PLANNING, OPERATING AND/OR CONTRACTING OF TRANSIT SERVICES.

RATIONALE:

1. Effective transit operations are hampered when there are several transportation planning and policymaking boards. A single agency would provide the most effective and efficient mechanism to carry out all long-range transportation planning responsibilities. This will help ensure consistency and coordination among various transportation programs.

2. Transit operations should be vested in sub-regional agencies that have the time and expertise to ensure efficient coordination of transit operations.

RECOMMENDATION # 17 : LOCAL TRANSPORTATION FUNDS SHOULD BE POOLED IN THE NORTHERN AND SOUTHERN PORTIONS OF THE SAN DIEGO REGION. ALLOCATION OF THESE FUNDS SHOULD BE BASED ON TRANSIT DEMAND RATHER THAN ON RIGID POPULATION SCHEDULES. EACH MEMBER AGENCY'S JURISDICTION, HOWEVER, SHOULD BE GUARANTEED A MINIMUM LEVEL OF SERVICE.

RATIONALE:

1. Because transit funds have not kept pace with increasing demands for service, it is especially important that funds be used as effectively as possible. The present system of apportionment provides large surpluses in some areas while leaving transit demand unfulfilled in other areas.
2. Pooling of funds will provide a mechanism to allocate funds where the services are needed the most.

RECOMMENDATION # 18 : EACH MEMBER AGENCY WITHIN THE DISTRICT SHOULD HAVE AT LEAST ONE REPRESENTATIVE ON THE GOVERNING BODY OF THE SUB-REGIONAL TRANSIT AGENCIES.

RATIONALE:

1. The sub-regional transit agencies should be responsive to the needs of each community within their area of jurisdiction. This membership will provide a better method to ensure that the needs of each local jurisdiction are addressed.
2. Permanent representation will improve continuity of board membership, add additional stability in decision-making, and provide more knowledgeable board members.

C. SAN DIEGO UNIFIED PORT DISTRICT

RECOMMENDATION # 19 : THE CURRENT COMPOSITION AND METHODS OF APPOINTING THE PORT BOARD OF COMMISSIONERS SHOULD BE RETAINED.

RATIONALE:

1. The cities most directly affected by the Port District are equitably represented on the Port District's Board of Commissioners.
2. Commissioners should be appointed by the city councils so the decision-making process will be responsive to the needs and desires of the member cities.

RECOMMENDATION # 20 : THE SAN DIEGO UNIFIED PORT DISTRICT ACT SHOULD BE AMENDED TO PROVIDE MORE PUBLIC ACCOUNTABILITY BY PROVIDING MEMBER CITIES WITH THE ABILITY TO REPLACE THEIR REPRESENTATIVES ON THE PORT BOARD OF COMMISSIONERS BY A MAJORITY VOTE OF THEIR CITY COUNCILS.

RATIONALE:

1. Because the member cities are greatly affected by Port District activities, the Port Commissioners should be responsive to their appointing cities and to the public.
2. The four-fifths requirement for replacing Port Commissioners makes removal an ineffective means of ensuring accountability. The result is a Port Commission that is not responsive to the member cities or to the public.
3. Greater accountability will result if the city councils have a viable method of replacing unresponsive and/or ineffective appointees.

RECOMMENDATION # 21 : THE OPERATING AND CONTRACTING AUTHORITIES FOR THE PORT OF SAN DIEGO SHOULD REMAIN WITH THE SAN DIEGO UNIFIED PORT DISTRICT. THE PORT DISTRICT SHOULD ALSO RETAIN ITS RESPONSIBILITY FOR PREPARING SUB-REGIONAL PLANS FOR ITS AREA OF JURISDICTION.

RATIONALE:

1. The San Diego Unified Port District has the expertise to efficiently manage the state tidelands under their

jurisdiction. Planning for this area is an important element in the management of these properties.

RECOMMENDATION # 22 : THE PORT DISTRICT'S REVENUES FROM THE OPERATION OF LINDBERGH FIELD SHOULD BE MADE AVAILABLE FOR AVIATION-RELATED PURPOSES THROUGHOUT SAN DIEGO COUNTY,

RATIONALE:

1. Aviation-related resources should be used for aviation-related activities and should not be used to subsidize unrelated commercial activities.

D. REGIONAL REGULATORY AGENCIES

RECOMMENDATION # 23 : THE SAN DIEGO COUNTY AIR POLLUTION CONTROL DISTRICT, THE REGIONAL WATER QUALITY CONTROL BOARDS, AND THE SAN DIEGO COAST REGIONAL COMMISSION SHOULD NOT BE COMBINED WITH THE COUNCIL OF GOVERNMENTS. THE STATE SHOULD RETAIN ITS OVERSIGHT RESPONSIBILITIES IN THESE FUNCTIONAL AREAS. IN THE EVENT THE STATE LEGISLATURE EXTENDS THE OPERATIONS OF THE SAN DIEGO COAST REGIONAL COMMISSION BEYOND JUNE 30, 1981, CONSIDERATION SHOULD BE GIVEN TO TRANSFERRING COASTAL PLANNING RESPONSIBILITIES TO THE COUNCIL OF GOVERNMENTS.

RATIONALE:

1. Air quality planning and implementation should remain a joint responsibility of the council of governments and the Air Pollution Control District (County Board of Supervisors). The existing structure provides a fairly effective method of shared responsibilities without duplication.
2. The existing structure recognizes the need to manage water quality on a regional level with boundaries

based on watersheds. Because the Regional Water Quality Control Board boundaries are not coterminous with the county, a council of governments - RWQCB merger would weaken this important management program.

3. The San Diego Coast Regional Commission was established to carry out specific planning and regulatory responsibilities until the local coastal programs are approved. Because the Coast Regional Commission is in the process of completing its work for an eventual phase out in 1981, the agency should not be affected by agency mergers. However, if the agency's operations are extended beyond June 30, 1981, the planning function should be integrated with the COG's comprehensive regional planning responsibilities.

### PART THREE : GOVERNMENT REVIEW PROCESS

RECOMMENDATION # 24 : AS OUR REGION GROWS, IT IS ESPECIALLY IMPORTANT THAT OUR PLANNING AND IMPLEMENTATION INSTITUTIONS CONTINUE TO EVOLVE TO MEET THE NEEDS FOR COORDINATION AND MANAGEMENT OF GOVERNMENTAL ACTIVITIES. AN INTERNAL AND EXTERNAL EVALUATIVE PROCESS SHOULD BE ESTABLISHED TO IDENTIFY CHANGES THAT WILL IMPROVE THE EFFECTIVENESS AND EFFICIENCY OF OUR GOVERNMENTAL STRUCTURE.

THE INTERNAL EVALUATION PROCESS SHOULD INCLUDE REQUIREMENTS THAT THE COUNCIL OF GOVERNMENTS PREPARE A REPORT EVERY TWO YEARS. THIS REPORT SHOULD EVALUATE THE COUNCIL OF GOVERNMENT'S PERFORMANCE AND PROPOSE SUGGESTIONS FOR IMPROVING THE PLANNING AND IMPLEMENTATION PROCESS.

THE EXTERNAL EVALUATION PROCESS SHOULD INCLUDE THE ESTABLISHMENT OF A CITIZENS COMMITTEE TO REVIEW THE ACTIVITIES OF THE COUNCIL OF GOVERNMENTS, LOCAL GOVERNMENTS, AND SPECIAL PURPOSE AGENCIES (EG, THE SAN DIEGO UNIFIED PORT DISTRICT). THIS COMMITTEE, WHICH WOULD ALSO PREPARE A REPORT EVERY TWO YEARS, SHOULD INCLUDE CITIZENS DESIGNATED BY EACH MEMBER OF THE SAN DIEGO LEGISLATIVE DELEGATION, A REPRESENTATIVE OF THE COMMUNITY PLANNING ORGANIZATIONS, AND DELEGATES FROM PUBLIC AND PRIVATE INTEREST GROUPS REPRESENTING A BROAD SPECTRUM OF VIEWPOINTS FROM THROUGHOUT THE REGION.

## APPENDIX: RECOMMENDATION #6

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The Blue Ribbon Panel was divided over the question of providing the council of governments with the ability to assure that local and sub-regional agencies comply with certain elements of the regional comprehensive plan.

While there was a one-vote margin in favor of requiring compliance with the transportation element, there was a one-vote margin opposing requiring compliance with the open space and housing plan elements. The panel was evenly divided over the question of requiring compliance with the water quality and air quality elements.

The language adopted in Recommendation #6, however, does indicate the general belief among panel members that local and sub-regional plans should be consistent with the comprehensive regional plan.



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